

Message Text

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ORIGIN IO-14

INFO OCT-01 AF-10 ARA-10 EUR-12 EA-10 NEA-10 ISO-00
L-03 SIG-03 SS-15 NSC-05 SP-02 DODE-00 CIAE-00
INR-10 NSAE-00 /105 R

DRAFTED BY IO/UNP:RHARE/JPLORENZ:MVS
APPROVED BY IO:GBHELMAN
IO/UNPLRLBARRY
IO/IBC:KANDERSON
L/UNA:SSCHWEBEL

-----064684 082158Z /66

P R 081930Z APR 78
FM SECSTATE WASHDC
TO USMISSION USUN NEW YORK PRIORITY
INFO AMEMBASSY BELGRADE
AMEMBASSY BONN
AMEMBASSY BRASILIA
AMEMBASSY BUENOS AIRES
AMEMBASSY CARACAS
AMEMBASSY COPENHAGEN
AMEMBASSY DAR ES SALAAM
AMEMBASSY DUBLIN
USMISSION GENEVA
AMEMBASSY GEORGETOWN
AMEMBASSY HELSINKI
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AMEMBASSY LONDON
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AMEMBASSY MOSCOW
AMEMBASSY NEW DELHI
AMEMBASSY OSLO
AMEMBASSY OTTAWA
AMEMBASSY PARIS
AMEMBASSY STOCKHOLM
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AMEMBASSY TEHRAN
AMEMBASSY TOKYO
AMEMBASSY VIENNA

C O N F I D E N T I A L STATE 091049

E.O. 11652: GDS

TAGS: PORG, MARR, UN

SUBJECT: CONSULTATIONS ON PROPOSALS ON PEACEKEEPING AND
THREATS TO PEACE

REF: STATE 053343

1. AS FOLLOW-UP TO INITIAL CONSULTATIONS ON PRESIDENT'S REPORT TO CONGRESS ON UN RESTRUCTURING AND REFORM DESCRIBED REFTEL, USUN SHOULD NOW BEGIN DETAILED DISCUSSIONS WITH WESTERN FIVE, SOVIETS AND OTHER KEY DELEGATIONS ON PROPOSALS RELATING TO PEACEKEEPING PREPAREDNESS. WE WOULD HOPE THAT PEACEKEEPING TRAINING AND EARMARKING PROPOSALS WOULD HAVE OBTAINED SUFFICIENT CONSENSUS TO BE READY FOR PRESENTATION TO PEACEKEEPING WORKING GROUP WHEN IT MEETS. UNGA RESOLUTION 32/106 REQUESTS THAT PROPOSALS BE SUBMITTED TO SECRETARY GENERAL BY APRIL 30 SO THAT HE CAN SEND THESE TO THE WORKING GROUP.

2. AT THESE SAME CONSULTATIONS, WE WOULD LIKE USUN TO EXPLORE THE PROPOSAL OUTLINED BELOW, WHICH IS AIMED AT MAKING SECURITY COUNCIL MORE ROUTINELY SEIZED WITH THREATS TO INTERNATIONAL PEACE. THE PROPOSAL STEMS FROM CONVICTION THAT SITUATIONS WHICH ENDANGER INTERNATIONAL PEACE AND SECURITY CAN MORE EFFECTIVELY BE
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DEALT WITH IF ARRANGEMENTS ARE DEVELOPED WHICH ENABLE THE COUNCIL TO PLAY THE CENTRAL ROLE ENVISIONED FOR IT UNDER THE CHARTER. OUR INTENTION IS TO EXPLORE POSSIBLE PROCEDURES FOR MAKING THE COUNCIL MORE EFFECTIVELY AND REGULARLY ENGAGED IN THE SEARCH TO RESOLVE THREATS TO THE PEACE. THE REPORT TO CONGRESS DOES NOT PROPOSE SPECIFIC MEASURES FOR DEALING WITH THIS SITUATION, BUT ALLUDES ONLY GENERALLY TO OUR INTENTION TO CONSULT ON WAYS OF MAKING THE COUNCIL MORE RELEVANT AND EFFECTIVE. IN EXPLORING THIS MATTER, YOU SHOULD EXPLAIN THAT OUR OBJECTIVE IS TO BRING POTENTIALLY DANGEROUS CONTROVERSIES TO THE COUNCIL MORE OR LESS AUTOMATICALLY, CUTTING THROUGH THE POLITICAL INHIBITIONS WHICH FREQUENTLY PREVENT THE COUNCIL FROM EVEN CONSIDERING WHETHER IT MIGHT BE HELPFUL IN SETTLING A DISPUTE. YOU SHOULD STRESS THAT WE ARE VERY MUCH AWARE OF THE SECRETARY GENERAL'S PREROGATIVE, UNDER ARTICLE 99 OF UN CHARTER, OF BRINGING TO SC'S ATTENTION ANY MATTER WHICH MAY THREATEN MAINTENANCE OF INTERNATIONAL PEACE AND SECURITY. WE DO NOT WISH TO ERODE THAT PREROGATIVE BUT TO REINFORCE IT, AND WILL BE CON-

SULTING WITH UNSYG TO THAT END. SINCE EXPRESS INVOCATION OF ARTICLE 99 HAS BEEN RESERVED FOR EXTRAORDINARY SITUATIONS -- ARTICLE 99 HAS NOT BEEN INVOKED FOR SOME YEARS (WE BELIEVE, SINCE THE CONGO CRISIS IN 1960) -- IT SEEMS TO US WORTH CONSIDERING WHETHER SOME RELATIVELY NON-POLITICAL MECHANISM MIGHT NOT BE DEvised TO BRING POTENTIAL CONFLICT SITUATIONS TO COUNCIL'S ATTENTION MORE OR LESS ROUTINELY.

3. ONE WAY OF REINFORCING THE SECRETARY GENERAL'S RESPONSIBILITIES WOULD BE FOR THE SECURITY COUNCIL TO INVITE HIM TO SUBMIT REGULAR, MONTHLY OR BIWEEKLY REPORTS TO THE SC PRESIDENT, NOTING CONFLICT SITUATIONS THAT THE COUNCIL MAY WISH TO CONSIDER. AFTER RECEIVING
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A REPORT FROM THE SYG ON A POTENTIAL CONFLICT SITUATION, THE COUNCIL WOULD NORMALLY MEET IN CLOSED SESSION. IT WOULD THEN DETERMINE WHETHER THE SITUATION APPEARED SUSCEPTIBLE OF NEGOTIATION, ENQUIRY, MEDIATION, CONCILIATION, ARBITRATION, JUDICIAL SETTLEMENT, RESORT TO REGIONAL AGENCIES, OR SOME OTHER PROCEDURE FOR PACIFIC SETTLEMENT, AND WOULD DECIDE WHAT RECOMMENDATIONS, IF ANY, TO MAKE TO THE PARTIES. WE ALSO PLAN TO PURSUE THE HOLDING OF ANNUAL PRIVATE MEETINGS AT THE FOREIGN MINISTER LEVEL TO REVIEW THE STATE OF PEACE AND SECURITY AND WILL CONTINUE TO SEEK A JOINT, FORMAL VOLUNTARY STATEMENT BY THE SECURITY COUNCIL THAT THE ESTABLISHMENT OF FACT-FINDING MISSIONS IS A PROCEDURAL MATTER NOT SUBJECT TO VETO.

4. AFTER CONSULTATIONS WITH WESTERN FIVE AND SMUN, USUN SHOULD CONSULT WITH LARGER GROUP OF WEOS AND LDCS WHO HAVE PLAYED IMPORTANT ROLE ON PEACEKEEPING COMMITTEE.

5. FOLLOWING ARE SUGGESTED TALKING POINTS:

-- WE BELIEVE THAT FURTHER EFFORTS SHOULD BE MADE TO STRENGTHEN THE UN'S PEACEKEEPING CAPABILITIES, PARTICULARLY IN THE AREA OF TRAINING AND PREPAREDNESS. SPECIFICALLY, WE PROPOSE THE CREATION OF A UN PEACE-KEEPING RESERVE COMPOSED OF NATIONAL CONTINGENTS TRAINED IN PEACEKEEPING FUNCTIONS.

-- WE SUGGEST THAT THOSE COUNTRIES WITH EXPERTISE IN CERTAIN SPECIALTIES OF PEACEKEEPING MIGHT BE UTILIZED TO PROVIDE TRAINING FOR OTHER CONTINGENTS IN THESE SPECIALTIES. EXAMPLES MIGHT BE SCANDINAVIANS,
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AND IRISH (HEADQUARTERS AND OPERATIONS), CANADIANS (COMMUNICATIONS AND LOGISTICS), AND POLISH (LOGISTICS). (FOR WESTERN FIVE ONLY: THE UN SECRETARIAT HAS, AT STAFF LEVEL, INDICATED SYMPATHY FOR THIS IDEA AND WOULD WELCOME ITS DEVELOPMENT WITHIN THE SPECIAL COMMITTEE.)

-- IN CONNECTION WITH THE TRAINING OF EARMARKED CONTINGENTS, AS WELL AS TRAINING PERSONNEL OF UN OBSERVER MISSIONS BY THE UNITED NATIONS, WE ARE ALSO PREPARED TO EXPLORE WITHIN THE WORKING GROUP OF THE SPECIAL COMMITTEE ON PEACEKEEPING OPERATIONS, THE FEASIBILITY OF ESTABLISHING AN INTERNATIONAL DEFENSE ACADEMY TO CARRY OUT THIS TRAINING.

-- WE WOULD HOPE THAT THE FUNDING FOR SUCH TRAINING COULD BE MADE ON AN ASSESSED BASIS AS PART OF THE UN REGULAR BUDGET.

-- WE RECOGNIZE THAT UN OBSERVERS RECEIVE SOME TRAINING AFTER ASSIGNMENT TO UN TRUCE SUPERVISOR ORGANIZATIONS HEADQUARTERS, BUT WE WOULD SEEK TO GIVE THIS A MORE STRUCTURED APPROACH BY HAVING THEM RELEASED BY THEIR GOVERNMENTS A MONTH BEFORE THEIR ASSIGNMENT BEGINS. UN OBSERVERS' TRAINING WOULD THEN TAKE PLACE BOTH IN NEW YORK AT UN HEADQUARTERS AND AT UNTSO HEADQUARTERS.

-- WE SHALL ALSO EXPLORE THE POSSIBILITY OF ESTABLISHING A SPECIAL PEACEKEEPING FUND TO HELP COVER THE INITIAL COSTS OF PEACEKEEPING OPERATIONS AUTHORIZED

BY THE SECURITY COUNCIL. OUR INITIAL VIEW IS THAT THE FUND MIGHT BE IN THE ORDER OF \$100 MILLION TO BE CONSTITUTED OVER A PERIOD OF TIME THROUGH SUCH MEANS AS MIGHT BE AGREED UPON. (FOR WESTERN FIVE ONLY: UN SECRETARIAT OFFICIALS BELIEVE THIS PROPOSAL HAS CONFIDENTIAL

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SIDERABLE MERIT, BUT THEY DOUBT IT WILL BE ACCEPTABLE TO THE SOVIETS AND PERHAPS OTHERS. THE MANNER IN WHICH IT IS PRESENTED WILL BE IMPORTANT AND WE WOULD WELCOME SUGGESTIONS ON THIS FROM THE FIVE. WE PLAN TO SOUND OUT THE SOVIETS ON THIS AND OTHER PROPOSALS FOLLOWING THESE CONSULTATIONS.)

-- WE WOULD HOPE THE WORKING GROUP COULD EXAMINE THESE PROPOSALS IN ITS DELIBERATIONS THIS YEAR WITH A VIEW TO MAKING A RECOMMENDATION TO THE SPECIAL COMMITTEE WHICH COULD SEND THEM TO THE SPECIAL POLITICAL COMMITTEE FOR ACTION BY THE GENERAL ASSEMBLY INCLUDING REVIEW BY THE ACABO.

SC CONSIDERATION OF THREATS TO PEACE:

-- THE SECURITY COUNCIL MIGHT CONSIDER THE POSSIBILITY OF REQUESTING THE SECRETARY GENERAL TO REPORT AT SPECIFIED INTERVALS TO THE COUNCIL ON SITUATIONS WHICH HE DEEMS TO BE POTENTIAL THREATS TO INTERNATIONAL PEACE AND SECURITY.

-- WE ARE INTERESTED TO KNOW IF OTHERS VIEW THIS AS A USEFUL PROCEDURE FOR MAKING THE COUNCIL MORE RELEVANT AND EFFECTIVE. THE SECRETARIAT (AT STAFF LEVEL) BELIEVES THIS IDEA HAS MUCH MERIT. THEY AND WE ARE CONCERNED TO AVOID GIVING THE IMPRESSION THAT THE SECURITY COUNCIL IS CRITICIZING THE SECRETARY GENERAL'S PERFORMANCE UNDER ARTICLE 99.

-- IF THE REPORTING PROCEDURE WERE IMPLEMENTED, IT WOULD BE UNDERSTOOD THAT THE COUNCIL WOULD HOLD INFORMAL CLOSED MEETINGS AT REGULAR INTERVALS FOLLOWING CONFIDENTIAL

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PRESENTATION OF EACH SYG'S REPORT TO CONSIDER WHAT, IF ANY, ACTION MAY BE REQUIRED.

-- WE WOULD HOPE THIS WOULD BE A MORE STRUCTURED MEETING THAN THE MONTHLY LUNCHEONS PRESENTLY HOSTED BY THE SC PRESIDENT FOR THE COUNCIL PERMANENT REPRESENTATIVES.

ADDITIONAL PROPOSALS ON THREATS TO THE PEACE:

-- WE ALSO FAVOR THE HOLDING OF ANNUAL PRIVATE MEETINGS AT THE FOREIGN MINISTER LEVEL FOR THE PURPOSE OF REVIEWING THE STATE OF WORLD PEACE AND SECURITY IN THE LIGHT OF REPORTS PREPARED BY THE SECRETARY GENERAL PURSUANT TO ARTICLE 28, PARAGRAPH 2 OF THE CHARTER.

-- WE SHALL CONTINUE TO TREAT THE ESTABLISHMENT OF FACT-FINDING MISSIONS AS A PROCEDURAL MATTER NOT SUBJECT TO VETO, SO LONG AS MANDATES ARE CLEAR AND NON-PREJUDICIAL. WE ARE PREPARED TO EXAMINE WITH THE OTHER PERMANENT MEMBERS OF THE SECURITY COUNCIL THE POSSIBILITY OF A FORMAL, JOINT VOLUNTARY STATEMENT TO THIS

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: INTERNATIONAL PEACEKEEPING FORCES, PEACE PLANS, UNGA RESOLUTIONS
Control Number: n/a
Copy: SINGLE
Draft Date: 08 apr 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978STATE091049
Document Source: CORE
Document Unique ID: 00
Drafter: RHARE/JPLORENZ:MVS
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780153-0176
Format: TEL
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780477/aaaacnjk.tel
Line Count: 279
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: bba8aab3-c288-dd11-92da-001cc4696bcc
Office: ORIGIN IO
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 78 STATE 53343
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 01 may 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3028046
Secure: OPEN
Status: NATIVE
Subject: CONSULTATIONS ON PROPOSALS ON PEACEKEEPING AND THREATS TO PEACE
TAGS: PORG, MARR, UN
To: USUN NEW YORK
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/bba8aab3-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014